

## Message Text

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ACTION AF-18

INFO OCT-01 ADP-00 AID-20 AGR-20 EUR-25 CIAE-00 INR-09

NSAE-00 RSC-01 L-03 COME-00 TRSE-00 RSR-01 INRE-00

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P R 271300 Z MAR 73 ZDK

FM AMEMBASSY BAMAko

TO SECSTATE WASHDC PRIORITY 6849

INFO AMEMBASSY ABIDJAN

AMEMBASSY DAKAR

LIMITED OFFICIAL USE SECTION 1 OF 2 BAMAko 0843

STATE ALSO FOR AID

E. O. 11652: N/ A

TAGS: EAID, ML

SUBJECT: MALI LIVESTOCK PROGRAM

1. SUMMARY: HERewith MY COMMENTS ON MALI LIVESTOCK PROGRAM, WHICH I HAVE READ WITH GREAT INTEREST. I CONSIDER IT GOOD VEHICLE FOR EARLY LAUNCHING LONG- DELAYED PLAN. STUDY CORRECTLY POINTS OUT THAT NO ONE, INCLUDING MALIANS, YET HAS CLEAR SOLUTION TO WEST AFRICAN LIVESTOCK PROBLEMS, E. G., HOW TO CHANGE ENOUGH OF PRESENT TRADITIONAL SAHELIAN CATTLE INDUSTRY INTO KIND OF MODERN EXPORT- ORIENTED INDUSTRY WHICH WILL MEET MALIAN AND COASTAL MEAT NEEDS. ONLY EXPERIENCE WILL GIVE THE ANSWERS AND THE PROJECTS PROPOSED IN PROGRAM APPEARS TO BE A GOOD WAY TO START.

2. CHIEF ATTRIBUTE OF PAPER IS THAT IT DOESN' T TRY TO PIN DOWN ALL DETAILS. THIS FLEXIBILITY IS LAUDABLE AND NECESSARY SINCE PROGRAM HAS NOT BEEN APPROVED OR ADOPTED AT HIGHEST MALIAN POLITICAL LEVEL. LATTER ESSENTIAL SINCE PROGRAM INVOLVES VISIBLE POLITICAL ISSUES SUCH AS CHANGING LIVING PATTERNS OF FARMERS AND HERDSMEN AND CHANGING THE ECONOMY OF SEGOU- FANA- BAMAko COTTON REGION. ALSO, MALIANS THEMSELVES HAVE TO DECIDE HOW TO WORK PROGRAM INTO GOM STRUCTURE. ONE IMPORTANT TIMING

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PROBLEM: IT IS ESSENTIAL TO BEGIN VERY SOON WITH PROGRAM TO PROTECT THIS YEAR'S GRASS CROP: THIS IS BASIS FOR ALL PROJECTS TO BE LAUNCHED DURING ONE WHOLE YEAR. SUGGEST A FIRE BREAK PROGRAM TO PROTECT AREAS IN WHICH WE ARE INTERESTED STARTING IMMEDIATELY, NOT IN OCTOBER OR DECEMBER IN 1973.

3. HOWEVER, I DO HAVE SOME RESERVATIONS ABOUT PROGRAM. FOR EXAMPLE, RECOMMEND THAT LION'S SHARE OF RESPONSIBILITY FOR ANIMAL HEALTH GO TO OTHER DONORS ( E. G., FRENCH IF GOM IS WILLING) WHILE WE CONCENTRATE PRINCIPALLY ON PRODUCTION AND MARKETING PROBLEMS. I ALSO HAVE SOME QUESTIONS ABOUT REALISTIC POSSIBILITY OF EXPANDING CATTLE OPERATIONS IN WEST AFRICA BY REDUCING TRYPANOSOMIASIS IN NEAR FUTURE.

4. IN MY VIEW PAPER IS ALSO SOMEWHAT OFF THE MARK REGARDING THE BAMAKO MEAT SUPPLY PROBLEM, AND ITS POSSIBLE REMEDIES. POLITICAL IMPORTANCE THIS PROBLEM SHOULD NOT BE MINIMIZED, EVEN THOUGH THE MEAT SHORTAGE PROBLEM IS ONLY ACUTE IN FOUR MONTHS PRECEDING THE RAINY SEASON. WHILE HOLDING AREAS LIKE TIENFALA REPRESENT A STEP IN RIGHT DIRECTION, THEIR SCOPE TOO SMALL TO SOLVE IT. RECOMMEND WE MAKE GREATER EFFORT IN THIS DIRECTION.

5. MOST IMPORTANT POINT NOW, THOUGH, IS TO MOVE AHEAD WITH PROGRAM AS RAPIDLY AS POSSIBLE. BIGGEST POTENTIAL HOLD- UP I SEE IS TOP-LEVEL MALIAN APPROVAL. ASSUMING THAT NO ESSENTIAL CHANGES WERE MADE IN PROGRAM DURING LAST WEEK'S REVIEW, BELIEVE I SHOULD SEE PRESIDENT TRAORE SOONEST TO GIVE HIM KIND OF ORAL BRIEFING GOM NOW WISHES. END SUMMARY.

6. EMPHASIS IN WHOLE PLAN IS RIGHTLY PLACED ON PRODUCTION PROGRAMS, I. E., PROJECTS FOR EXPANSION SEDENTARY CATTLE RAISING, FOR ENCOURAGING CATTLE FEEDING BY TRADERS, AND FOR DEVELOPMENT OF CATTLE- HOLDING AREAS. THESE APPEAR IMAGINATIVE AND WE HAVE VIRTUE OF INCORPORATING A LARGE NUMBER OF MALIAN IDEAS. MY MAJOR PLEA IS THAT AT THIS STAGE WE CONTINUE MAINTAIN AS MUCH FLEXIBILITY AS POSSIBLE ON DETAILS OF LOCATIONS OF INSTALLATIONS, NUMBERS OF CATTLE ULTIMATELY TO BE INVOLVED, ORGANIZATIONAL FRAMEWORK, AND EVEN FINANCING ARRANGEMENTS. EVEN THOUGH MALIANS THROUGH OMBEVI'S SY AND KONATE ( AND OTHER) HAVE PARTICIPATED IN FORMULATION THESE PROPOSALS, EARLY TOP- LEVEL APPROVAL MUST BE SECURED. THERE IS ALWAYS LIMITED OFFICIAL USE

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A LONG WAY TO GO BEFORE ANY MALIAN DEVELOPMENT PROGRAM CAN BE

SAID TO BE FIRM. NOT ONLY MUST LARGER SPECTRUM OF LIVESTOCK  
AND AGRICULTURAL OFFICIALS FROM MINISTER OF PRODUCTION DOWN  
BE BROUGHT TO CONSIDER PROGRAM AS THEIR OWN, BUT POLITICAL  
LEVEL ( PRESIDENT, MILITARY COMMITTEE, COUNCIL OF MINISTERS AND  
GOVERNORS) MUST APPROVE AND ADOPT PROGRAM. EVEN THOUGH  
INITIAL CATTLE PROGRAM SMALL AND EXPERIMENTAL, IT INVOLVES  
MAJOR CHANGES IN PATTERN OF FARMERS' AND HERDSMEN ' S LIVES,  
AND THIS WILL BE SEEN BY GOM AS INVOLVING POLITICAL RISKS AND  
POLITICAL DECISIONS. FOR EXAMPLE, CREATING OUT OF BAMAKO-  
SEGOU- KOUTIALA REGION A MAJOR CATTLE AREA ( I BELIEVE " BAMAKO-  
SEGOU- KOUTIALA" IS BETTER REGIONAL DESCRIPTION THAN " BAMAKO-  
SEGOU", BECAUSE IT INDICATES INCLUSION OF RICH KOUTIALA AREA  
WITH ITS COTTONSEED AND BEGINNINGS OF SMALL FARMER CATTLE  
ECONOMY) WILL RUN AGAINST ESTABLISHED MALIAN ( AND FRENCH)  
INTERESTS WHICH WANT FARMERS IN THIS AREA TO CONCENTRATE  
ON MAXIMIZING COTTON  
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9. REDUCING CALF MORTALITY: I HAVE NO RESERVATIONS ABOUT  
IMPORTANCE EXPERIMENTATION WITH PROGRAMS FOR REDUCING CALF  
MORTALITY. HOWEVER, ACCENT IN PROPOSAL IS ON ANIMAL HEALTH  
AYVECTS. THIS IS PROGREFIN WHICH MALIANS MIGHT BE ABLE TO  
INTEREST FRENCH. DESPITE LONG- TIME TENSION BETWEEN FRENCH AND  
MALIANS RE CATTLE ( FOCUSED ON PERSONALITY OF DR. PAGOT AND HIS  
ORGANIZATION), GOM RECOGNIZES THAT FRENCH HAVE CONTINUED TO

MAKE MAJOR CONTRIBUTION TO ANIMAL HEALTH HERE AND THAT THEY KNOW MORE ABOUT SAHELIAN CATTLE HEALTH PROBLEMS THAN ANY POTENTIAL DONOR. FRENCH MIGHT BE WILLING TO UNDERTAKE MAJOR PART OF FINANCING AND ADVISING ON ANIMAL HEALTH PROGRAMS, LEAVING ECONOMIC EXPLOITATION ASPECTS TO US. I QUESTION WHETHER WE SHOULD OURSELVES GO AS FAR INTO ANIMAL HEALTH FIELD AS PAPER SEEMS TO IMPLY. LET'S TRY TO INSURE THAT SOME OTHER DONOR IF NOT FRENCH UNDERTAKES BURDEN OF ASSISTANCE IN ANIMAL HEALTH FIELD.

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10. EXPANDING AREA OF VIABLE CATTLE OPERATIONS BY REDUCING TRYPANOSOMIASIS: I HAVE NOTHING PARTICULARLY TO ADD TO WHAT REPORT HAS PROPOSED EXCEPT TO URGE NOT OVER- SELLING OURSELVES OR MALIANS ON THIS ASPECT OF PROGRAM. BRITISH HAVE UNDOUBTEDLY DONE GOOD WORK HERE, BUT SOME AMERICAN VETS HAVE INDICATED THEY CONSIDER BRITISH EAST AFRICAN SUCCESSES IN TRYPANOSOMIASIS CONTROL INAPPLICABLE. THEY ALSO CONSIDER BRITISH WORK IN WEST AFRICA OF QUESTIONABLE SUCCESS TO DATE. CERTAINLY THIS IS AREA WHERE CONTINUING RESEARCH DESIRABLE, BUT WOULDN'T REGIONAL SUB- UNIT OF INTERNATIONAL INSTITUTE OF LIVESTOCK DEVELOPMENT, WHICH I WAS TOLD BY AID/ W IS BEING PROPOSED FOR INSTALLATION IN MALI, BE GOOD VEHICLE FOR THIS RESEARCH? ALSO, COULD CVL POSSIBLY BE USED FOR RESEARCH ON SOME ASPECTS TRYPANTEOMIASIS PATHOLOGY?

11. BAMAKO MEAT SUPPLY CANNOT BE EITHER MINIMIZED IN ITS POLITICAL IMPORTANCE OR DISMISSED WITH RECOMMENDATION THAT PRICES BE RAISED WHICH I FEAR STUDY DOES. FOR EXAMPLE, PAPER IN MY VIEW ERRS IN SUGGESTING ONLY POLITICALLY SENSITIVE CIVIL SERVANTS WOULD BE AFFECTED ADVERSELY BY MEAT PRICE INCREASES. LATTER GROUP IS LESS THAN HALF OF SALARIED URBAN GROUP UNLESS EMPLOYEES OF SOME INDUSTRIAL ENTERPRISES CONSIDERED TO BE CIVIL SERVANTS. WHATEVER ITS IMPERFECTIONS, PRICE CONTROL OPTION VERY DIFFICULT FOR GOM TO ABANDON BECAUSE MALIAN INDUSTRIAL AND SERVICE SECTORS TOO POOR TO PAY FOR WAGE INCREASES REQUIRED TO MEET COST OF LIVING INCREASES IF MEAT AND GRAIN PRICES ALLOWED TO RISE FREELY. GIVEN WEAKNESS MALIAN TAX BASE, ONLY PRACTICABLE SOURCE OF FUNDS TO PAY WAGE INCREASES TO CIVIL SERVANTS AND EMPLOYEES PUBLIC ENTERPRISES IS SUBSIDY BY FRANCE. FOR THIS REASON FRENCH HAVE ALWAYS UNDERSTANDBLY RESISTED ANY BUT SELECTIVE PRICE INCREASES IN MEAT, GRAIN AND OTHER ITEMS OF MASS CONSUMPTION. FRENCH POINT OUT FURTHER THAT BECAUSE OF GROWING IVORIAN DEMAND FOR MALIAN MEATS AND IVORY COAST'S RICHER ECONOMY, INCREASES IN PRICES OFFERED LOCALLY LIKELY NEVER BE ABLE KEEP UP WITH HIGHER OFFERS MADE

BY EXPORTERS; HENCE PRICE INCREASES ONLY marginally likely  
TO RESULT IN LARGER SUPPLY OF CATTLE TO LOCAL MARKET.

12. THUS, MALI WILL PROBABLY HAVE TO CONTINUE TO CONTROL  
MEAT PRICES AT RELATIVELY LOW LEVEL AND TO FIND WAY OTHER THAN  
MAJOR PRICE INCREASES TO PROVIDE MEAT FOR BAMAKO, FOR SLE  
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PROGRESS ON SOLUTION THIS PROBLEM IS SINE-QUA- NON FOR  
CONTINUING EXPORT PROGRAM. BELIEVE PLAN FOR BUYING LOWER QUALITIES  
WHEN PRICES LOW AND SELLING DURING SUMMER PERIOD OF SHORTAGE  
AS PROPOSED BY MALIANS AND AS RECOMMENDED IN EARLIER AID  
STUDIES IS STILL BEST HOPE. DOUBT THAT AS PRESENTLY  
CONCEIVED IN PAPER TIENFALA OR OTHER HOLDING AREA CAN FILL THIS  
NEED, SINCE NOT ENOUGH CATTLE WILL BE BOUGHT EARLY WHEN  
PRICES LOW AND HELD LONG ENOUGH INTO SEASON OF SHORTAGES.  
RAINYSEASON SHORTAGES IN BAMAKO'S CATTLE SUPPLY IS ONE  
PROBLEM WHICH GOM CONSIDERS MOST PRESSING AND WHICH WE HAVE  
VERY SPECIFICALLY BEEN ASKED BY MALIANS TO MEET THROUGH OUR  
CATTLE PROGRAM. I URGE THAT PROVISION, EITHER THROUGH  
CHANGING PLAN FOR TIENFALA STATION OR OTHERWISE, BE INCLUDED  
IN FINAL VERSION.

13. GRANT FINANCING: I AM ENCOURAGED BY INDICATIONS THAT  
MORE OF GRANT FUNDS THAN WERE INDICATED IN PAPER MAY BE AVAILABLE.  
THIS IS VERY IMPORTANT. THIS HAS BEEN BAD YEAR FOR DROUGHT  
( AND A FINANCIALLY DISASTROUS ONE) AND GOM WILL NEED ALL THE  
GRANT FINANCING IT CAN GET. ALL OTHER DONORS ARE REGOGNIZING  
THIS POINT, AND THERE IS LITTLE I NEED TO ADD TO WHAT THIS  
EMBASSY HAS ALREADY SAID ON THIS SUBJECT.

14. TIMING: MY PRINCIPAL CONCERN NOW IS THAT AFTER MORE  
THAN TWO YEARS' DELAY IN FORMULATING PROGRAM, WE MUST BE ABLE  
TO MOVE AHEAD WITH ACTIVE PROGRAM THIS YEAR. CRUX OF ANY CATTLE  
PROGRAM IS GRASS, AND IF WE ARE TO HELP MALI EMBARK ON ALMOST  
ANY OF PROGRAMS PROPOSED BY THIS PAPER, THIS RAINY SEASON'S  
CROP OF GRASS MUST BE SAVED. BY MID- SUMMER AT LATEST, MALIANS  
MUST BEGIN MEASURES TO PROTECT GRASS BY CUTTING FIRE LANES,  
RESTRICTING ACCESS TO AREAS BY HUNTERS WHO START FIRES TO DRIVE  
ANIMALS OUT, ETC. THIS WORK MUST BE COMPLETED WITHIN MONTH  
OF END OF RAINY SEASON, I. E., BY NOVEMBER 1, 1973, IF WE ARE  
NOT TO HAVE TO WAIT A WHOLE YEAR FOR NEXT CROP OF GRASS TO  
GROW. I NOTE THAT NO FUNDS ARE PROVIDED IN FINANCIAL PLAN  
FROM FY '73 FUNDS FOR MEETING ABSOLUTELY NECESSARY OPERATIONS  
TO PROTECT GRASS. GOM WILL NOT BE ABLE TO PAY FOR THESE  
SERVICES THIS YEAR. ITEM S 12 AND 13 ON TIMETABLE FOR  
EXECUTION OF FIRST 12 MONTHS OF PROGRAM INDICATE IMPROVEMENTS  
TO CATTLE- HOLDING AREAS NEAR BAMAKO AND SEGOU CANNOT BEGIN  
BEFORE OCTOBER AND DECEMBER 1973, RESPECTIVELY. THIS IS SEVERAL

MONTHS TOO LATE, AND I STRONGLY URGE SOME WAY BE FOUND TO  
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START EARLIER WITH US- FINANCED PROGRAM.

15. PREPARATION AND CLEARANCE OF PAPER TO BE PRESENTED TO  
MALIANS AND DONORS: I STRONGLY URGE THAT MOST OF FIRST THREE  
SECTIONS ( PAGES 1-35) BE ELIMINATED FROM ANY PAPER GIVEN TO  
THE MALIANS AND THUS NOT BE TRANSLATED. I AM ALSO VERY ANXIOUS  
PERSONALLY TO REVIEW IN DRAFT PAPER WE PROPOSE TO GIVE TO  
GOM. PAPER GIVEN TO MALIANS, UNLIKE PRESENT PAPER OR ITS  
REVISION, MUST FOR GREATEST EFFECTIVENESS TAKE INTO ACCOUNT  
POLITICAL AND LOCAL SUSCEPTIBILITIES WHICH ARE NOT LIKELY TO BE  
KNOWN TO DRAFTERS OUTSIDE BAMAKO.

16. ALSO IT ABSOLUTELY ESSENTIAL THAT MALIAN ATTITUDES TOWARDS  
WHERE, HOW AND EVEN WHETHER OTHER DONORS CAN BE INVITED TO  
PARTICIPATE IN PROGRAM MUST BE DETERMINED BEFORE ANY PAPER IS  
GIVEN TO OTHER DONORS ( PARTICULARLY FAC AND FED) AND THESE  
VIEWS MUST BE REFLECTED IN REDRAFT GIVEN TO OTHER DONORS. I  
CAN' T IMAGINE OUR BEING ABLE TO GIVE PAPER TO OTHER DONORS IN  
APRIL AS PROPOSED ON PAGE 59.

17. CONSULTATION WITH MALIANS: PROBLEM WITH HOW AND WHEN  
TO CONSULT DONORS SHOULD NOT HOLD UP GENERAL PROCESS OF MOVING  
AHEAD AS RAPIDLY AS POSSIBLE ON MOST ESSENTIAL AND POTENTIALLY  
MORETIME- CONSUMING PART OF PROCESS - TRANSFORMING PROGRAM  
FROM AMERICAN PROPOSAL INTO MALIAN PROGRAM AND ONE TO WHICH  
MILITARY COMMITTEE AND COUNCIL OF MINISTERS COMPLETELY  
COMMITTED. I THEREFORE PROPOSE I BEGIN THIS PROCESS SOONEST  
BY MAKING ORAL PRESENTATION OF MAIN ELEMENTS ( MINUS  
ANY MENTIONING OF HOW PROGRAM WILL BE FINANCED) TO PRESIDENT  
TRAORE. BY THIS MEANS WE CAN DETERMINE IF HE ( AND THROUGH HIM  
MILITARY COMMITTEE) GO ALONG WITH HIS LINES  
OF ACTION PROPOSED.  
NOTHING WRITTEN WOULD BE PRESENTED AND I AM CONFIDENT I CAN GET  
HIS GENERAL BLESSING VERY QUICKLY. ASIDE FROM FACT I AM  
BEING PRESSED ON THIS MATTER, IN MALI THIS HAS PROVEN TO BE  
ESSENTIAL FOR MAKING PROGRAM AHEAD: IT GIVES MALIAN TECHNICIANS  
LIBERTY THEY NEED TO PROCEED WITH MEANINGFUL TECHNICAL DISVSSIONS  
AND DECISINS WITH DONORS. IF AS I UNDERSTAND, NO ESSENTIAL  
CHANGES HAVE BEEN MADE IN PROGRAM, THEN I SHOULD SEEK  
APPOINTMENT WITH PRESIDENT TRAORE AS SOON AS POSSIBLE.

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